

## Community Participation and Government Role in Using Village Funds in Dlingo Village

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### Abstract

This study discusses community participation and the role of the government in the utilization of village funds in Dlingo Village. The aim of this study was to find out about the level of community participation in the use of village funds in Dlingo Village and to find out about the role of the government in determining the use of village funds in Dlingo Village. This study uses Arnstein's theory of participation ladder, which is used to determine the level of community participation at each stage of development, namely planning, implementation, and monitoring and evaluation. The research method used is qualitative descriptive research method by collecting qualitative data in the form of interviews, document studies, and observations. The results of this study indicate that: (1) Community Participation in Development Program Planning is at the level of community participation at the partnership level. Community participation in the process is quite high, reaching 90% attendance at the village development planning meeting forum. (2) Community Participation in the Implementation of the Development Program is at the stage of placation, this is evidenced by the implementation of the program involving almost the entire community. The role of the village government as the manager of village funds in terms of implementing the program is as a coordinator so that each program can be implemented properly. (3) Community participation in the Development Program Monitoring and Evaluation is in the consultation stage where the community becomes a consultant to the village government. The role of the government is in the monitoring and evaluation process in terms of being a driver of supervision and evaluation among the community.

### Keywords:

village funds; community participation; government role

### Introduction

According to data from the Central Statistics Agency (2017) regarding the number of poor people in 1970-2017, it was stated that in March 2017 the number of poor people living in the villages recorded 19.93 million out of 31.03 million poor people in Indonesia. In addition, data from the Ministry of Village Development of Disadvantaged Areas and Transmigration explains that the quality of human resources

in the villages is still low, with 57.78% of the population being elementary school graduates. The data further encourages the need for development in villages and remote areas, which are expected to reduce poverty, reduce the level of urbanization and increase the level of village productivity.

In order to support the achievement of development in the village, the government then issued Law No. 6/2014 concerning villages,

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which contained village government regulation and authority in managing village areas. In the Law, village regulation arrangements in the two main principles, namely the principle of recognition (recognition) and the principle of subsidiary, which became a turning point for the village to carry out development in accordance with the potential needed.

As a follow-up to the arrangement, the central government provided support in the form of additional funds in the form of Village Funds listed in article 72 of Law No. 6/2014 which contained village income sources, namely: 1) Original village income; 2) Budget allocation for villages or Village Funds; 3) Part of the results of the Regency/City tax and retribution; 4) Village Fund Allocation which is part of the balance fund received by the Regency/City; 5) Financial assistance from the Provincial APBD and Regency/City APBD; 6) Grants and non-binding donations from third parties; 7) Other legitimate village income.

Arrangements regarding village funds are regulated in Village Government Regulations No. 19/2017 concerning Priorities for the Use of Village Funds, namely in terms of village development and empowerment of village communities. In the field of village development, it is directed to the procurement, construction, development, and maintenance of village facilities and infrastructure. In the field of empowerment of village communities, it is directed to increase community participation in the planning, implementation, and supervision of village development; developing community capacity and resilience; development of village information systems; support for managing basic social service activities; capital support and management of productive economic enterprises; and management support for economic business (Indonesian Ministry of Finance, 2017)

Every year since 2014, the Central Government has allocated a village fund that is large enough to be given to the village. In 2015,

the Village Fund was budgeted at 20.7 trillion IDR, with an average of 280 million IDR per village. In 2016, the Village Fund increased to 46.98 trillion IDR with an average of 628 million IDR per village and in 2017 it increased to 60 trillion IDR with an average of 800 million IDR per village (Indrawati, 2017).

One of the villages that have carried out the development by utilizing the Village Fund, namely Dlingo Village, Dlingo District, Bantul Regency. Dlingo village is a village that used to be left behind to create the stigma that Dlingo is a waste area. Since the Village Fund was established, the village government under the leadership of Mr. Bahrin Wardoyo has created a variety of innovations in terms of infrastructure, basic services, starting with education, health, and so on. The program launched by the village government not only raises the participation of its citizens but also increases the income of the residents of the economy. Utilization of Village Funds for further development also involves community participation, by creating information channels through the Sandigita community radio, website, and social media and so on to inform about what the village government is doing, increasing transparency, and motivating the community to create various village potential developments.

The presence of village funds has also changed the way of view of the community regarding responsibilities in village development, where the responsibility lies with the village community itself to develop the area according to their potential. This change in perspective has led people to be actively involved in development planning forums. This is in accordance with what was expressed by the Dlingo Village Chief, Mr. Bahrin Wardoyo that,

“...In the construction of the Dlingo Village, mainly after the existence of the Village Fund, making the community participate in deciding

the direction of development. This is because all development plans come from the deliberations of each Neighborhood which are then discussed at the hamlet level, and by the Village Government is considered and realized using the Village Fund." (personal communication, July 20, 2018)

On the website of the Dlingo Village [www.dlingo-bantul.desa.id](http://www.dlingo-bantul.desa.id), it was noted that the participation of the Dlingo community increased dramatically in the implementation of the Musrengbangdes which was always attended by 110-120 participants from the representatives of each hamlet where each hamlet sent 10 delegates. Women's participation reaches 30% in every village planning forum. Dlingo Village is also one of the pilot villages in terms of public accountability, in which a village information system has been created with a village website containing monthly financial reports and can receive complaints from directly from the village community. While looking at the process of community involvement in the development, it is interesting for the authors to examine further the extent of the level of community participation in the planning, implementation, monitoring, and evaluation stages in the utilization of Village Funds in Dlingo Village.

## Literature review

### Community participation

According to Parwoto in Dwiningrum (2015, p. 56), community participation is the involvement of community members in the development and implementation or implementation of programs and development projects carried out in local communities. This was made clear by Dwiningrum (2015, p. 50) that community participation emphasizes the direct participation of citizens in making decisions on government institutions and processes. In community participation they

have characteristics, namely proactive and reactive, there are agreements made by all involved, there are actions that fill the agreement, there is a division of authority and responsibility in an equal position (Sumardjo and Saharudin, 2003).

According to Dongges in Akyuwen (2008), community participation is an active process where the beneficiary in this case is the community not just benefit from development projects but also get involved in determining the direction and execution of development planning.

Community participation in a journal entitled *The Influence of the Poor in Pro-Poor Activities: a Case Study of Community Participation in Development Intervention Programs in Northern Ghana* written by Michael Wombeogo, explained that there were differences in defining participation. Community participation is defined in two perspectives, namely the point of view of the institution and the point of view of the community. From an institutional point of view, community participation is defined as a process of mobilizing individuals specifically and society in general to eliminate the hierarchy of knowledge and power. Participation can make a tool to achieve the objectives of the institution by involving outside communities. If viewed from the point of view of the community, participation is defined as a process of outreach and inclusion of input by groups related to the design and implementation of a development project. Based on some of the opinions above, it can be concluded that community participation is an active process of community involvement in all development processes, from planning, implementation to program evaluation whose benefits are received by the community.

According to Sunarti (2003), participation is classified according to method involvement is divided into direct participation and indirect participation. Direct participation is a direct process of involvement such as participating

and in meetings, discussions, providing workforce for projects, or vote for candidates who will represent him outside his group. While indirect participation is the process of participation represent their participatory rights (such as attending internal meetings) development planning discussion) to others.

According to Cohen and Uphoff in Fahmi (2009, p. 27), the dimensions of community participation are divided into several activities as follows:

1) Community participation in planning

Community participation in planning is important, according to Korten in Fahmi (2009, p. 27) stating that beneficiary communities from a program need to be involved in identifying development problems as well as in the development program planning process. Indicators in order to measure the dimensions of community involvement in planning, especially in planning development programs can be seen through five indicators, namely involvement in meetings or deliberations, willingness to provide data and information, involvement in drafting development plans, involvement in priority needs scaling, and involvement in decision-making.

2) Community participation in implementation

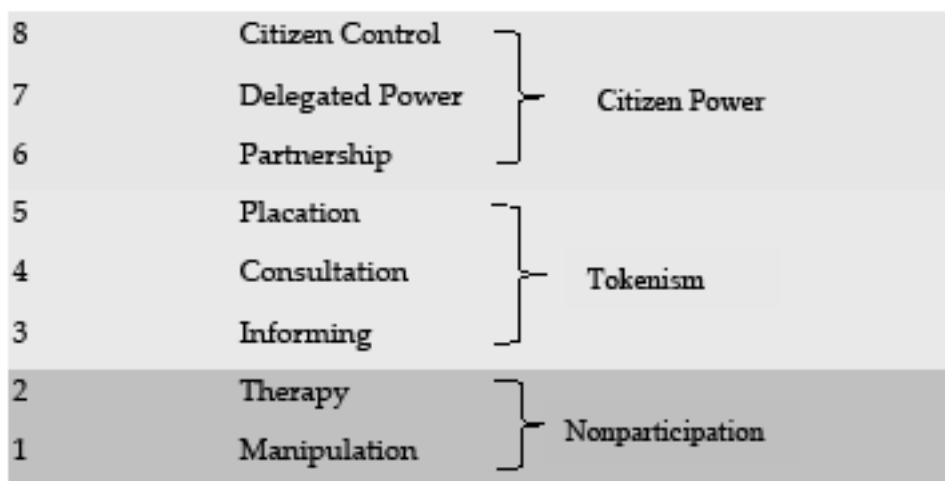
Community participation in implementation consists of participation in the provision of resources, administration, and coordination, program registration. Ndraha (1987, p. 55) adds that participation in implementation includes directing power and funds, administration and coordination, and elaboration in the program.

3) Participation in supervision and evaluation

Participation in supervision and evaluation is important to do to monitor whether the program or project runs according to the plan set or not, and if there are errors or irregularities, repairs can be done immediately. To measure the dimensions of community involvement in the supervision of development, five indicators are defined, namely the existence of standard norms or rules, the opportunity for the community to supervise, active supervision, the impact on job creation and employment, the impact on the development of other sectors, and providing advice as well as criticism from the public.

Public participation has stages described by Arnstein in Dwiyanto (2006, p. 189) which are divided into eight steps or levels of participation, namely:

**Picture 1.**  
**Eight Stairs of Public Participation**



Source: Arnstein in Dwiyanto (2006, p. 189)

**Table 1.**  
**Role Criteria in Arnstein's Stages of Participation**

No.	Participation Level	Role explanation		
		Initiation	Management	Decision
1.	<i>Manipulation</i>	The program is initiated by the government	<ul style="list-style-type: none"> <li>- The program is managed by the government</li> <li>- Community involvement is carried out only for the sake of publication</li> </ul>	The decision is in the hands of the government
2.	<i>Therapy</i>	The program is initiated by the government	<ul style="list-style-type: none"> <li>- Management in the hands of the government</li> <li>- Community involvement is curbing and seems directing</li> </ul>	The decision is in the hands of the government
3.	<i>Informing</i>	The program is initiated by the government	<ul style="list-style-type: none"> <li>- Society is positioned as the object of socialization</li> <li>- The community is given information about rights, obligations, responsibilities, and choices.</li> </ul>	The decision is in the hands of the government
4.	<i>Consultation</i>	The program is initiated by the government	<ul style="list-style-type: none"> <li>- Communities can submit proposals, and consultations occur between the government and the community.</li> <li>- Management in the hands of the government</li> </ul>	The decision is in the hands of the government
5.	<i>Placation</i>	The program is initiated by the government	<ul style="list-style-type: none"> <li>- Management in the hands of the government</li> <li>- Some people are already involved in a program</li> <li>- Community involvement is determined by the size and solid strength of society.</li> </ul>	<ul style="list-style-type: none"> <li>- Community representation is still low</li> <li>- The government is still the decision maker.</li> </ul>
6.	<i>Partnership</i>	The program is agreed upon by the government and the community	Management responsibilities include: <ul style="list-style-type: none"> <li>- Planning</li> <li>- Compilation of policies</li> <li>- Solution to problem</li> <li>- Control</li> </ul>	Joint decision between the government and the community
7.	<i>Delegated Power</i>	The program is initiated by the community	<ul style="list-style-type: none"> <li>- The program is managed by the community</li> <li>- The government plays a role in solving problems, without pressure or coercion</li> </ul>	The community gets authority in making decisions by the government
8.	<i>Citizen Control</i>	The program is initiated by the community	Program management, policy making is carried out by the community	The decision is in the hands of the community

Source: Processed from various sources

The picture above is a participation ladder which is divided into three main levels, namely citizen power, tokenism, and nonparticipation. The three levels are divided into eight levels of sub-participation, which are explained by the elaboration of roles in the process of initiation, management, and decision making carried out by the government and society as follows,

The stages of participation illustrate the extent to which the community reaches the level of community participation, which begins at the level of *manipulation* where the

government still holds three roles to the ideal level of community participation, namely *citizen control* where the community holds three roles at once without government intervention.

From these various explanations, community participation in this study was defined as a process of involvement of the Dlingo Village community from the planning process to decision making. The form of community participation can be in the form of contributions of ideas and ideas, providing information about things needed, participation in solving

problems, participation in making decisions, and participation in carrying out activities.

In realizing participation in development programs is certainly influenced by other factors, including:

1. Internal factors, according to Slamet (2003), for internal factors are derived from within the community itself, namely individuals and groups within it. Individual behavior is closely related or determined by sociological characteristics such as age, sex, knowledge, work and income. Theoretically, there is a relationship between individual characteristics and the level of participation, such as age, education level, type of work, length of time being a member of the community, amount of income, involvement in development activities will greatly influence participation.
2. External factors, according to Sunarti (2003), these external factors can be said by stakeholders, namely in this case stakeholders who have interests in this program are local government, village / kelurahan management (RT / RW), community / adat leaders and consultant / facilitator. Stakeholders are those who have a very significant influence, or have an important position for the success of the program. This is consistent with the results of research conducted by Oktavia and Saharudin (2005) that the role of stakeholders will influence how community participation takes place.

### **Role of the Government**

According to Davey (1998, p. 21), there are five main functions of government, namely first as service providers, namely government functions relating to the provision of services oriented to the environment and society. Second, regulatory functions, namely function related to the formulation and enforcement of regulations. Third, the development function is a function related to government involvement

in economic activities. Fourth, the function of representation is to represent communities outside their area. Fifth, the coordination function is related to the role of government in coordinating, planning, investing and land use.

More clearly and in detail, the role of the government in national development was put forward by Siagian (2008 b, pp. 142-150), namely that the government played a dominant role in the development process. In more detail the role is described as among others (a) Stabilizers, the role of the government is to realize change does not change into social upheaval, moreover that can be a threat to national integrity and national unity and unity. (b) Innovators, in this case, the government becomes the originator of the emergence of new things. (c) Modernists, in realizing development, require the mastery of knowledge, ability and managerial skills, the ability to process natural resources owned, so that they have high benefit. A reliable national education system that produces productive human resources, a solid foundation of political life and democratic, has a clear vision of the desired future, so that it is oriented towards the future, (d) a pioneer, as a government pioneer, must be a role model for the entire community. (e) the implementer himself, although it is true that the implementation of various development activities is a national responsibility and is not a burden on the government. It is because the various considerations such as state safety, limited capital, inadequate capacity, and because it is not attractive to the community and because it is constitutional government task. It is very possible that there are various activities, which cannot be allocated to the private sector, but it must be carried out by the government itself.

### **Methods**

In this study, a qualitative descriptive approach was used. This research focused on processes and perceptions in the field regarding the condition of community structures and

the role of government that can determine the level of community participation in the use of village funds for development in Dlingo Village. Research subjects can be classified into two groups, namely bureaucratic groups and community groups. The bureaucratic group as a group that manages and is responsible for village funds as a subject whose role is analyzed in the process of forming participation. While the community group as a group that benefits from village funds as the subject to be studied in terms of their participation in the use of village funds. The research technique used is by observation, interview, and study of documents or documentation. Data analysis is done through several processes including data reduction, displaying data, and drawing conclusions or verification.

## Results

In accordance with the purpose of village funds for development and community empowerment, village funds can increase community participation in development, both physical and non-physical development. In this case, the Dlingo Village Government as the manager of village funds is a major part in building community participation in the development program planning process, implementation of development programs, and monitoring and evaluation of development programs.

### 1. Community Participation in Development Program Planning

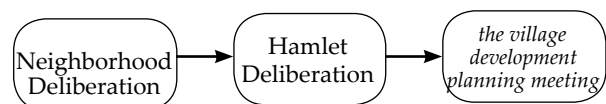
The village government as the manager of village funds has provided a forum for development planning deliberations to accommodate community proposals related to development plans. In accordance with the mandate of the Village Law article 80 verse 2, the government of the Dlingo Village has conducted village development plan in order to encourage community participation in determining matters relating to the utilization

of village funds. This village-level development plan deliberation is an estuary of various deliberation forums from the Neighborhood and hamlet levels. From each Neighborhood (Neighborhood Association) a Head of Family Association has been held to discuss what things will be proposed, then taken to the hamlet level forum, and then appointed to the village development-planning forum, as stated by the Village Secretary as follows:

"We from the village government are very much trying to find out how the development process can be carried out based on what the people want, therefore a planning forum was held which began with the holding of the each Neighborhood deliberations which were then brought up in the hamlet discussion. In this hamlet meeting, several development proposals will be agreed to be taken to the village development planning meeting." (personal communication, July 16, 2018).

The development planning process in Dlingo Village can then be seen in the following chart:

**Chart 1.**  
**Development Planning Process in the framework of Utilizing Village Funds in Dlingo Village**



Source: Processed from various sources

In the Neighborhood deliberation, which is a discussion in the smallest group in the community, it involves every family head in the local Neighborhood group. The decision that was made from this Neighborhood meeting was in the form of proposals for development programs that would be brought to the hamlet level. The hamlet meeting involved local

community leaders, POKGIAT administrators or activity groups, Neighborhood heads, and BPD administrators in the area. In the hamlet deliberations, there are discussions on program proposals from the Neighborhood deliberations, which usually consist of 60 to 70 program proposals.

The decision resulted from this hamlet deliberation in the form of cutting down the proposed program into 2 or 3 priority programs. The programs are then compiled into a priority scale in the form of a sequence of proposed development programs in accordance with the priorities of the community's needs. The priority scale of the results of the hamlet deliberations is taken into consideration in the village meeting to determine the final decision in the village development program that will be implemented. As was revealed by Mr. Sukandar as Head of Planning as follows:

"...From there (hamlet deliberation) then produce priority scale from each hamlet, then accommodated by the village from the priority scale of the hamlet. Because of what? If there is a priority scale later in the future it will be continued, for example, there is a priority scale 1 for this year, and for next year we can use priority scale 2 like that, Ms. So, we submit the development planning itself to the people in accordance with the needs of the community, not from the village government." (personal communication, July 18, 2018)

Community involvement in the planning process also involves women, especially for planning community empowerment programs. Other matters relating to the management of community organizations such as PKK that are managed by mothers who are influential in the community, such as being the wives of village officials and so on. This is in accordance with what was expressed by the Chairman of the Dlingo Village PKK as follows:

"Yes, in here, PKK is always involved in the planning process, both in hamlet meetings and at village level meetings. Here PKK, which is the majority of housewives, has the role of carrying out programs that are in accordance with the needs of mothers in this Dlingo Village." (personal communication, July 21, 2018)

While Mr. Sunaryanto as chair of the BPD Dlingo Village revealed the role of the BPD as an institution that accommodated the aspirations of the village community through the various stages above,

"We, from the BPD, were originally community aspirations first, we went down, to the hamlets and Neighborhoods to find out what the people's aspirations were, after that, we accompanied the hamlets to make RPJMDus, then from the RPJMDus we brought it to the village level. If the BPD is in the government as a DPR, now here we bring these aspirations to convey aspirations at the village level in the village development planning meeting." (personal communication, July 21, 2018)

The village development-planning meeting was attended by the village government, BPD representatives, and village institutional representatives such as LPMD, Karang Taruna, Guna Desa, Sandigita IT, PKK, POKGIAT, all Neighborhood heads, and other community leaders. In the village development-planning meeting, the priority scale and the RPJMD were discussed based on the agreement of the hamlet deliberations, which then produced the final agreement in the form of the RPJMDes and RKPDes in accordance with the community's proposals. According to Mr. Sukandar, participation in the planning process in Dlingo Village itself was good, as 90% of the total invitations were distributed, consists of 120 people consisting of



16 women and 104 men from representatives from various institutions and community groups. Judging from the minutes of the meeting, there was an increase in attendance at the village development-planning meeting from the previous year, which amounted to 100 people; this proved the enthusiasm of the community in development, which continued to increase from time to time. This is in accordance with what was expressed by the Head of Planning as follows:

“For those involved in the village meeting, all village officials, then village institutions from the BPD, PKK, LPMD, Neighborhood consisted of 47 Neighborhood, Cultural Development, Sandigita, Karang Taruna, Gapoktan, Kelemb Instit Desa consisting of 9 institutions. Usually, there are 120 people, thank God that the presence of a meeting of about 90% is certainly present, indeed, the community participation that has been running so far has been pretty good.” (personal communicatin, July 18, 2018.

From the data above, it can be concluded that the community is actively involved in the development planning process in Dlingo Village by proposing development programs, which in the end decisions are also discussed together with the community so that the village government as the manager is tasked with facilitating the community’s proposed needs.

According to Arnstein (Dwiyanto, 2006, p. 189) which divides the level of participation into eight stages of participation, community participation in development planning in Dlingo Village is at the citizen power stage at the partnership level, which in this case cooperation between the community and the village government. The community plays an important role in proposing development programs and the decisions agreed upon in the village development-planning meeting are a collective agreement between the village

**Picture 2.**  
**Implementation of Village Consultation in Dlingo Village**



Source: *Dlingo Village Website* (<http://dlingobantul.desa.id/index.php/first/musdesbpd>)

government and the community represented by several figures in community groups and village institutions. As revealed by the following Dlingo Village Secretary,

“Yes, we, as the village government, have the duty as public servants, Ms., it’s not a regulator anymore, right. Well, here we are greatly helped by the high level of community participation in the development planning process, the people already know what they want, if the public already knows about what they want, the government will only run after the development, which will also benefit the community itself, which also maintains the community itself. So, when there is community participation in the automatic development of development it will be right on target,...”(personal communication, July 16, 2018)

In this case, the village government has achieved one of the objectives of the village regulation stipulated in Law No. 6/2014 concerning Villages Article 4 point I, which is to strengthen the village community as the subject of development. In this case, the main community participation in planning

**Table 2.**  
**Analysis of findings**

<b>Analysis of Research Findings Dimensions of Participation (Cohen and Uphoff)</b>	<b>Findings</b>	<b>Ladder participation (Arnstein)</b>
Participation in program planning	The development programs in Dlingo Village are the result of community proposals, which are accommodated in various deliberation forums, starting from the Neighborhood, hamlet, and deliberations at the village government level in the village development-planning meeting.	<i>Partnership</i>

*Source: Results of research in Dlingo Village*

development programs becomes important so that development is carried out in accordance with the needs of the community.

## 2. Community Participation in the Implementation of the Development Program

The implementation of development is the stage after planning programs in which coordination and administration occur in the utilization of resources and funds (Ndraha, 1987). The Dlingo Village Government as the manager of village funds is responsible for implementing development programs that are planned primarily in terms of coordination, as expressed by the Chairperson of the following Dlingo Village LPMD:

"The role of government is more dominant in the implementation process. In the implementation, it is the responsibility of the village government, while we submit the new planning to the community...." (personal communication, July 16, 2018)

In accordance with Village Government Regulations No. 19/2017 that the rules for using village funds themselves are 60% used for physical development and 40% are used for community empowerment. In Dlingo Village itself, there are 23 physical development programs implemented and 43 community empowerment programs, which all

involve the community in its implementation. Especially in the implementation of physical development programs that can involve the entire community, because the Dlingo Village community still highly upholds the value of mutual cooperation hand in hand for the common good. In accordance with what was revealed by the Village Secretary as follows,

"In here, the enthusiasm of the community in the process of implementing development can be said to be high because the character of the community here is very upholding mutual cooperation. Therefore, if anyone is building something, people help each other. All communities participate in the process of implementing development. For example, the allocation for one hamlet is 50 meters, and then it can reach 70 meters. So, from us the village government has budgeted funds for construction as far as 50 meters of road and later the rest for the community itself will carry out the development, but the community uses it to buy more material to increase the road usually can increase by about 20 meters..." (personal communication, July 16, 2018).

Not only in physical development programs, but in community participation is also seen in empowerment programs, empowerment activities in the form of training

**Picture 3.**  
**Implementation of Road Construction in**  
**Dlingo Village**



*Source: Author's documentation*

in the fields of health, productive economy, tourism and cultural development, training in the use of technology and so on.

Each training course has its own target groups, such as productive economic training targeted at industry players, or for training in the use of targeted technology for IT-loving young people who are members of the Sandigita. So that in this empowerment program not yet able to accommodate all lines of society because it has a target of each, group and is a representative of certain groups. Like what was conveyed by the following Planning Section:

“..For non-physical ones such as training, there are usually only

representatives, and the training is a proposal from the community. So later the representative will attend the training, then the knowledge will be shared with other members..” (personal communication, July 18, 2018)

According to Arnstein (Dwiyanto, 2006, p. 189) which divides the level of participation into eight stages of participation. Community participation in the implementation of development programs in Dlingo Village is at the tokenism stage at the placation level, which means that program management is in the hands of the village government, and some or more communities have been involved in the program implementation and community involvement is largely determined by the strength and strength of the community.

In the implementation of the development program, community participation was high due to the culture of the village community who still upheld cooperation to increase community strength. This community culture supports the success of each development program implemented.

### 3. Community Participation in Development Program Monitoring and Evaluation

Monitoring and evaluation are closely related to the implementation of the program to fit what was planned. Community involvement

**Table 3.**  
**Analysis of Research Findings**

Dimensions of Participation	Findings	Ladder Participation (Arnstein)
Participation in Program Implementation	The management of village funds is the responsibility of the Dlingo Village government, by involving the majority of the community both in physical and non-physical development programs, community support in the form of various things from funds, personnel, expertise, and thoughts in implementing development.	<i>Placation</i>

*Source: Results of research in Dlingo Village*

in the monitoring and evaluation process is important because the program implemented is a program proposed by the community itself. Therefore, the community must be able to ensure the achievement of a program. As a village fund manager, the Dlingo Village government has also formed a monitoring and evaluation team in the implementation of development programs in Dlingo Village. In this case, the Dlingo village government through a monitoring and evaluation team consisting of welfare, governmental and planning processes assisted by each staff conducted monitoring and evaluation in each program carried out. In addition, part of the LPMD, namely pokgiat (a group of activities) in a hamlet, supervises and evaluates the hamlet. As what the Dlingo Village planning plan revealed:

"Well, in the hamlet there is a pokgiat, in pokgiat there is a maintenance team in charge who is also the supervisor of development in each hamlet, besides that, we also have a monitoring and evaluation team consisting of section heads and heads of affairs. There are government actions, welfare, and planning processes, which are also assisted by staff from the head of the section of affairs for the reporting process. The community at large who did not formally join the team also always reported what was the problem like that. For example, there are damaged roads or other things, people always report and we try to resolve problems in the field immediately. But it is usually rare, if done directly by the community, usually the quality is better." (personal communication, July 16, 2018)

Monitoring and evaluation of development programs in Dlingo Village are monitored by the Dlingo Village BPD, which has made a development supervisory team that aims to oversee the development process and hold a development evaluation forum as a form of accountability for a program. As what was

revealed by the following head of the Dlingo Village BPD:

"For the role of the BPD itself, it has been conveyed that we already have a supervisory team. Later, there will also be a development accountability report containing a report from the team responsible for the activity to report on the development results by inviting community leaders and institutions so that the community knows.." (Personal communication, July 20, 2018)

The Dlingo Village Government also encouraged the involvement of the Dlingo Village community in the process of monitoring and evaluating development programs by increasing village financial transparency by publishing village government financial reports through various media, both by posting financial report banners in each hamlet, through the Dlingo Village community radio, and through the Dlingo Village website.

This is done to encourage community participation in supervision and can raise public awareness in the implementation of development. As expressed by the following Dlingo Village Secretary:

"For the control and evaluation, for the physical development that is carrying out them, so they already know how much they have spent and how they have done it themselves because they did it themselves. In addition, for the whole, we have been transparent, by putting up financial reports in each hamlet, if you look at each intersection there are financial reports from the village government. Besides that, we also convey it in community forums, on community radio; also on the website, we display it as a form of our transparency to the community. In addition, every half of the year we report in the community forum for example when it is delivered at the family meeting. The BPD forum also

exists, every month there is a BPD forum and village government for supervision of development. We do development reporting, and from the BPD express aspirations and input from the community in the development process.” (personal communication, July 16, 2018)

**Picture 4.**  
**Dlingo Village Community Radio**



Source: Dlingo Village Website (<http://dlingo-bantul.desa.id>)

According to Arnstein (in Dwiyanto, 2006, p. 189) which divides the level of participation into eight stages of participation. Community participation in the supervision and evaluation of development programs in Dlingo Village is at the stage of the degree of tokenism at the consultation level. It means that the process of monitoring and evaluating the program is in the hands of the village government as an

initiator in monitoring and evaluation process in order to encourage community involvement. Moreover, some communities are involved in supervision and decisions are in the hands of the government because the government itself draws conclusions from the existence of a monitoring forum and all evaluations submitted by the community.

In accordance with the culture of the village community that upholds communal values, which is very concerned with shared ownership, the community becomes a good supervisor in the development process. Every time there is a shortage in the development process, the community is often conveyed directly to community leaders informally, and then by the community leaders it is conveyed in the official village forum. This is what supports the monitoring and evaluation process of development going well in the development process.

## Conclusion

Based on the results of the research and discussion, it can be concluded that the level of community participation in the utilization of village funds in Dlingo Village in several stages of development is as follows:

### 1. Community Participation in Development Program Planning

At the planning stage of development programs, the level of community participation

**Table 4.**  
**Analysis of Research Findings**

Dimensions of Participation (Cohen dan Uphoff)	Findings	Ladder Participation (Arnstein)
Participation in Program Monitoring and Evaluation	The monitoring and evaluation process that took place in Dlingo Village was the initiation of the village government and BPD, by carrying out various community forums, increasing village financial transparency to the community, so that the community knew and gave criticism and advice to the village government in taking steps in future programs so that better.	<i>Consultation</i>

Source: Processed from the author's research in Dlingo Village

is at the level of partnership. This was evidenced by the holding of various deliberative forums from the Neighborhood, hamlet, to village levels in the form of village planning meetings. The community forums are a place for the community to express their aspirations and proposals for development programs. Through the village development-planning meeting, an agreement was reached between representatives of the community and the village government in determining what development programs would be carried out in Dlingo Village for one year. Community participation in the village development planning meeting process alone reaches 90% of attendance, which means that the enthusiasm of the community is quite high in the development planning process. The role of the government of Dlingo Village in this matter is by holding various deliberation forums from both the neighborhood of Neighborhood, hamlet to village level village-development planning meeting to agree on the programs that will be implemented.

## 2. Community Participation in the Implementation of the Development Program

Community participation in the implementation of village-fund utilization programs in Dlingo Village is at the placation stage, this is evidenced by the implementation of the program involving almost all communities from various groups with 90% of the community in the implementation of development. The involvement of the community is influenced by the high value of mutual-cooperation in the Dlingo Village community. The role of the village government as the manager of village funds in terms of implementing the program as a coordinator so that each program can be implemented properly, starting from the disbursement of funds to reporting and accountability.

## 3. Community Participation in Development Program Monitoring and Evaluation

Community participation in the supervision and evaluation of development programs is in the consultation stage where the community becomes a consultant to the village government, evidenced by the evaluation forum initiated by the BPD to listen to the responsibilities of the village government as managers and the delivery of criticism and suggestions by community representatives. However, the criticism and suggestions conveyed by the community representatives are not necessarily considered by the government. The role of the government is in the monitoring and evaluation process in terms of being a driver of supervision and evaluation among the community. This is done by taking responsibility for the process of managing village funds through transparent financial reporting. The form of transparency is by posting banners in each hamlet, published through the website, radio, and reported directly in the evaluation forum.

Looking at the results of these studies, it is necessary to increase the socialization of programs both physical and non-physical development programs to the community through community forums or media owned by village governments such as social media and radio. The importance of education for the village government as the manager of village funds in terms of utilization models to accountability, in order to increase knowledge of transparency and effectiveness in the use of village funds. The need to create an evaluation forum with the involvement of wider community representatives to get criticism and suggestions from various circles, because the evaluation forum that has been implemented so far has not involved other community groups such as the Youth Organization, Gapoktan, Pokdarwis, and so on. It is expected that the

involvement of a wider group can accommodate criticism and suggestions from the community for improvements in the development planning process for the next period.

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